



Del Norte Local Transportation Commission Emergency Management Planning Initiative

After Action Report 1
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Submitted by:

Gary Gleason
Vice President, Nusura, Inc.
13699 West Amherst Place
Lakewood, CO 80228
970.544.5358

nusura

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Executive Summary

On January 19 and 20, 2010 the consulting team provided a site visit addressing these preparedness, training and coordination concerns, and preparing for the functional exercise scheduled for March 24, 2010. The following After Action Report (AAR) details core activities and outcomes from this visit.

Background:

The Del Norte Local Transportation Commission has sponsored a progressive series of planning measures to boost transportation emergency preparedness in the community. To date this initiative has included:

- Basic awareness training for area transportation staff
- A Vulnerability Assessment for lead transit provider Redwood Coast Transit (RCT)
- Development of an RCT Safety, Security and Emergency Preparedness Plan (SSEPP) using the template established by the Caltrans Division of Mass Transportation
- Interagency coordination meetings to identify and resolve gaps in emergency plans
- Tabletop exercises engaging emergency managers, first responders, and transportation officials to assess transportation emergency response plans and protocols

During 2009/2010 Nusura will support this initiative through:

- ***Preparedness*** – Provide planning assistance fostering smoother interagency resource coordination across all Emergency Support Function (ESF-1) Transportation resources
- ***Training*** – Provide training to frontline staff to ensure that all players understand their core roles and responsibilities in emergency situations
- ***Coordination*** – Facilitate interagency discussions clarifying interagency relationships
- ***Exercises*** – Design and deliver a mass evacuation functional exercise that tests transportation emergency response and recovery plans and protocols.

Chapter 1: Overview

In recognition of the earthquake and tsunami risk in the Crescent City area, the Del Norte Local Transportation Commission (DNLTC) has funded an initiative designed to boost emergency response capabilities within the transportation sector. This initiative has included seminars raising basic awareness, workshops identifying key hazards and threats, and tabletop exercises to discuss and coordinate response and recovery plans and protocols. Under its current contract Nusura is working to help resolve previously identified gaps, particularly those identified in the 2008 Tabletop Exercise:

- Develop interagency agreements/memoranda of understanding (MOU's) and Mutual Aid Agreements, (MAA's) with key partner agencies defining roles, responsibilities, activation protocols, and reimbursement agreements in emergency situations
- Training in National Incident Management System, the California Standardized Emergency Management System, and the Incident Command System
- Family emergency planning for all staff, ensuring that personnel can report to work without being distracted by concerns for their loved ones
- Create detailed plans for scaled service reductions in case of staffing shortage, budget shortfalls, or other limiting concerns
- Develop a business relocation plan should the current administrative facility become unavailable/uninhabitable
- Continue equipment familiarity training with area police and fire departments
- Simulate/practice Emergency Response Team activation
- Define where transit should stage in emergency situations
- Develop traffic plan for Del Norte High School, where multiple agencies plan to operate in case of a large-scale flooding or tsunami incident
- Refine operational procedures to address traffic flow realities during an evacuation situation
- Establish better coordination between RCT, Coastline Enterprises, Del Norte County Unified School District transportation and other regional transportation resources during emergency situations
- Plan and execute tabletop and/or functional exercises testing emergency evacuation plans and procedures

Chapter 2: Goals and Objectives

In order to address the gaps identified in Chapter 1 above, and to meet the Del Norte Local Transportation Commission's (DNLTC) broader emergency preparedness goals, the 2009-10 work plan addresses the following objectives:

- ***Preparedness*** – Provide planning assistance fostering smoother interagency resource coordination across all Emergency Support Function (ESF-1) Transportation resources
- ***Training*** – Provide training to frontline staff to ensure that all players understand their core roles and responsibilities in emergency situations
- ***Coordination*** – Facilitate interagency discussions clarifying interagency relationships
- ***Exercises*** – Design and deliver a mass evacuation functional exercise that tests transportation emergency response and recovery plans and protocols

Chapter 3: Event Synopsis

Nusura staffers Gary Gleason and David Ofwono conducted a site visit in Crescent City January 18-21, 2010 to provide training and technical assistance and to facilitate interagency coordination meetings. Following is the schedule of activities during this site visit:

1/18/10 Travel to Crescent City/Initial planning meeting with DNLTC

1/19/10 Prep meeting with Pat Jensen of the Del Norte Unified School District and Jodi McNamer with First Transit.

Coordination meeting with the Del Norte County Emergency Services Council regarding Crescent City tsunami live code test and citizen evacuation drill. This drill will be coordinated with the DNLTC functional and tabletop exercise.

Driver/dispatcher training: Disaster Service Worker and individual/family emergency planning

1/20/10 Planning meeting with Pat Jensen of the Del Norte Unified School District and Jodi McNamer with First Transit to address MOU's, MAA's, alternate emergency operations center, exercise planning
Driver/dispatcher training: Standard emergency operating procedures and exercise prep

1/21/09 Travel and development of After Action Report

Chapter 4: Mission Outcomes

Following are the core outcomes from this site visit, and future priorities for resolution of the current work plan:

Review Evacuation Plans

In preparation for the site visit, Nusura subject matter experts reviewed evacuation plans with transit leadership and frontline staff to ensure that stakeholders understand the plans, procedures and their roles.

Development of an Emergency Operations Plan

As the lead public transportation provider, RCT needs a clear plan for emergency operations. Nusura has developed a draft plan based on planning guidance and templates published by the Caltrans Division of Public Transportation. This Emergency Operations Plan has been provided to RCT for review and revision.

EOP Checklists

Nusura has distilled the Redwood Coast Transit Emergency Operations Plan into emergency operations checklists/Standard Operating Procedures, (SOP's) for transit drivers, dispatchers and administrators. These checklists/SOP's have been provided to RCT for review and revision.

Business Relocation Plan

In recent weeks the California Emergency Management Agency (Cal EMA) issued updated tsunami inundation maps for the state's coastal communities, including Del Norte County. This updated map greatly expands the inundation footprint, and places the RCT base of operations within the inundation zone. It was agreed that in the event of an emergency, RCT would relocate its Base of operations to the Del Norte Unified School District bus facility. This agreement will be reflected in a Memorandum of Understanding & Mutual Aid Agreement to be developed between transportation partner agencies. Should the need arise the Transportation Operations Center, (TOC) would shift to an Incident Command Post, (ICP) would be a school district vehicle utilizing radio-equipment RCT and the ICP would be located outside of the threat zone in accordance with Incident Command System,(ICS) and National Incident Management System (NIMS) directives.

ESF-1 (Transportation) Coordination

The ideal situation for emergency managers is a consolidated transportation support function wherein the EOC can make a single request for community transportation resources, and the transportation providers can coordinate between themselves regarding the best possible transit resource to meet that need. Del Norte County's transit resources have agreed to this conceptually. Nusura will facilitate a discussion resulting in clearly written interagency agreements and operational procedures.

NIMS/SEMS/ICS

In Accordance with NIMS directives, all personnel who may serve as a resource in incident response should be trained in Incident Command System (ICS100) and the National Incident Management System (IS700). Additionally, California public employees should be familiar with the California Standardized Emergency Management System (SEMS) on which NIMS and ICS are based. Due to staffing challenges the school district and Redwood Coast Transit have elected to use the free online FEMA courses for completion of its NIMS/SEMS/ICS certification, and asked Nusura to 1) provide a brief overview on NIMS/SEMS/ICS, to add a training element on the laws concerning government employees required role as Disaster service workers and provide insight into personal and family emergency planning.

Individual/Family Emergency Planning

While California public employees are expected to serve in an official role following any major disaster, it is clear from recent disasters that people will not do so if they are unsure of the safety of their loved ones. Nusura will offer three, two-hour workshops (for transit staff, their significant others and other officials who may want to participate) on preparing their home and family for emergency events. This workshop format will provide participants with tools and checklists of what they must do to be prepared for any sort of emergency incident.

MOU's/MAA's

Stakeholder agencies have agreed to the need for an MOU/MAA between Redwood Coast Transit, the Del Norte Unified School District, Coastline Transit, and the Del Norte Office of Emergency Services that detail

activation protocol, resource allocation and control under activation, insurance coverage, and reimbursement agreements. The contractor will develop draft language for these MOU's & MAA's.

Disaster Exercise

The Master Functional Exercise is being developed by the Del Norte County Office of Emergency Management for a March 24 functional near-shore tsunami warning exercise. Nusura has developed an exercise plan (ExPlan) and master scenario events list (MSEL) that will support the Transportation element of the County's master exercise. Under this ExPlan participants will practice:

- Activation of the Transportation Department Operations Center (TDOC)
- Utilizing Unified Command Communication procedures
- Coordination between local transportation resources to support evacuation/reentry of ambulatory and non-ambulatory populations
- Relocation to a backup TEOC and/or the establishment of an Incident Command Post (ICP)
- Decision making for continuity of operations (COOP)
- Procedures for recovery and cost reimbursement

The ExPlan and MESL have been provided to DNLTC, RCT and the Del Norte Unified School District for review, comment.

Chapter 5: Critical Task Performance

Task 1: Review Evacuation Plans

Status: Completed

Task 2: Development of an Emergency Operations Plan

Status: Draft completed and provided for DNLTC review/comment

Task 3: EOP Checklists

Status: Drafts completed and provided for DNLTC review/comment

Task 3: Business Relocation Plan

Status: Completed

Task 4: ESF-1 (Transportation) Coordination

Status: Complete

Task 5: NIMS/SEMS/ICS Training

Status: Planning initiated. Pending DNLTC action

Task 6: Individual/Family Emergency Planning

Status: Completed

Task 7: MOUs/MAA's

Status: Ongoing

Task 8: Disaster Exercise

Status: Preparations ongoing

Chapter 6: Conclusions

The site visit proved to be extremely valuable for the consulting team, the Del Norte Local Transportation Commission and its partners. The project is on track for completion of all deliverables prior to the June 2010 project close out.

Work plan elements that were resolved during this site visit include:

- Review and distillation of evacuation plans
- Communication Equipment needs and protocols
- Resolution of issues caused by changes in the mapped tsunami inundation zone
- Business relocation plans developed
- Interagency resource coordination strategies established
- Delivery of Disaster Service Worker and family/individual preparedness training to transportation staff

Work plan elements that were partially completed by the end of this site visit include:

- Development of an EOP for Redwood Coast Transit. The plan has been submitted to the transit agency for comment.
- The contractor has distilled the Redwood Coast Transit Emergency Operations Plan into emergency operations checklists/ Standard Operating Procedures for transit drivers, dispatchers and administrators. These checklists/ SOP's have been provided to RCT for review and revision.
- Completion of Draft ExPlan and MESL

Work plan elements that have yet to be completed include:

- Extend invitations to tabletop exercise on March 24th
- Certification of transportation staff in SEMS, ICS and NIMS
- Completion of Memorandum of Understanding and Mutual Aid Agreements between transportation agencies
- Delivery of functional and tabletop exercise and writing of After Action Report (AAR)

Work plan elements that have been augmented include:

- Addition of Tabletop exercise to functional exercise play.
Discussion: Redwood Coast Transit and the Del Norte Unified School District Transportation Department, will support the community evacuation exercise

by mobilizing, deploying to County exercise specific transportation assembly points, and awaiting service requests from the office of emergency management. The county exercise, however, is projected to last only 1 hour. In order to meet the exercise objectives outlined in the ExPlan, at the end of county exercise play the transportation element will transition to a tabletop exercise. This exercise is designed to identify gaps and develop solutions for high priority issues and readily resolved obstacles.

Outstanding issues:

- The county has agreed to provide radios for RCT so that Jodi McNamer and Pat Jensen with the school district can communicate with each other and the ICP/EOC during the exercise and are addressing long term needs.
- Nusura was told that assisted living facilities Remy Vista and Full Spectrum have their own evacuation plans for their residents. It would be useful to have these organizations represented at the Tabletop exercise.
- American Red Cross has agreed to send management representatives to the Table Top exercise to assist in the coordination of transportation elements and disaster shelters they would establish
- The Del Norte Unified School District Safety department has agreed to participate in the Table Top Exercise in order to address the issue of Student accountability and parent reunification during times of disaster.
- Animal control has been identified as a important stakeholder in the Table Top exercise in order to address the issue of Domestic Pets procedures and protocols in disasters.

Chapter 7: Improvement Plan

The site visit achieved all but one of its goals, and realized the completion of half of the tasks identified in the annual work plan. The one site visit goal that remains incomplete is certification of transportation staff in SEMS, NIMS and ICS. As discussed in Chapter 4: Mission Outcomes, staffing shortages did not allow for the 6-8 hours of training time needed to run the class. Instead, RCT and the DNUSD have committed to using the free online FEMA courses to certify their staff. In the future training events aimed at transit drivers should be scheduled for Sundays, when all staff can attend at the same time.

Another issue that seems may warrant additional effort in the future is involvement of partner agencies across the regional for catastrophic emergency planning.